

of "negligible impact" and "no unmitigable adverse impact" shall be proposed for public comment along with the proposed specific regulations.

(d) If the Assistant Administrator cannot make a finding that the total taking will have a negligible impact on the species or stock or will not have an unmitigable adverse impact on the availability of such species or stock for subsistence uses, the Assistant Administrator shall publish in the *Federal Register* the negative finding along with the basis for denying the request.

8. In § 228.5, paragraph (a) is revised to read as follows:

§ 228.5 Specific regulations.

(a) Specific regulations will be established for each allowed activity which set forth (1) permissible methods of taking, (2) means of effecting the least practicable adverse impact on the species and its habitat and on the availability of the species for subsistence uses, and (3) requirements for monitoring and reporting.

9. In § 228.6, paragraphs (b) and (e)(2) are revised to read as follows:

§ 228.6 Letters of Authorization.

(b) Issuance of a Letter of Authorization will be based on a determination that the level of taking will be consistent with the findings made for the total taking allowable under the specific regulations.

(e) * * *

(2) the taking allowed is having, or may have, more than a negligible impact on the species or stock, or, where relevant, an unmitigable adverse impact on the availability of the species or stock for subsistence uses.

PART 402—INTERAGENCY COOPERATION—ENDANGERED SPECIES ACT OF 1973, AS AMENDED

10. The authority citation for part 402 continues to read as follows:

Authority: 16 U.S.C. 1531 *et seq.*

11. In § 402.14, paragraph (i)(1) is revised, the second sentence of paragraph (i)(3) is revised, and a new paragraph (i)(5) is added, to read as follows:

§ 402.14 Formal consultation.

(i) * * *

(1) In those cases where the Service concludes that an action (or the implementation of any reasonable and prudent alternatives) and the resultant incidental take of listed species will not violate section 7(a)(2), and, in the case of marine mammals, where the taking is authorized pursuant to section 101(a)(5) of the Marine Mammal Protection Act of 1972, the Service will provide with the biological opinion a statement concerning incidental take that:

- (i) Specifies the impact, i.e., the amount or extent, of such incidental taking on the species;
- (ii) Specifies those reasonable and prudent measures that the Director considers necessary or appropriate to minimize such impact;

(iii) In the case of marine mammals, specifies those measures that are necessary to comply with section 101(a)(5) of the Marine Mammal Protection Act of 1972 and applicable regulations with regard to such taking;

(iv) Sets forth the terms and conditions (including, but not limited to, reporting requirements) that must be complied with by the Federal agency or any applicant to implement the measures specified under paragraph (i)(1)(ii) and (i)(1)(iii) of this section; and

(v) Specifies the procedures to be used to handle or dispose of any individuals of a species actually taken.

(3) * * * The reporting requirements will be established in accordance with 50 CFR 13.45 and 18.27 for FWS and 50 CFR 220.45 and 228.5 for NMFS.

(5) Any taking which is subject to a statement as specified in paragraph (i)(1) of this section and which is in compliance with the terms and conditions of that statement is not a prohibited taking under the Act, and no other authorization or permit under the Act is required.

Dated: July 10, 1989.

Susan Recce Lamson,
Assistant Secretary for Fish and Wildlife and
Parks, Department of the Interior.

Dated: August 8, 1989.

James W. Brennan,
Assistant Administrator for Fisheries,
National Oceanic and Atmospheric
Administration.

[FR Doc. 89-23067 Filed 9-28-89; 8:45 am]

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BILLING CODE 4310-55-M

FAST TRACK

Friday
September 29, 1989

Part XI

Department of Transportation

Federal Aviation Administration

14 CFR Parts 25 and 121

Design Standards for Fuel Tank Access
Covers; Final Rule

DEPARTMENT OF TRANSPORTATION**Federal Aviation Administration****14 CFR Parts 25 and 121**

[Docket No. 25614; Amdts Nos. 25-69 and 121-208]

RIN 2120-AC58

Design Standards for Fuel Tank Access Covers**AGENCY:** Federal Aviation Administration (FAA), DOT.**ACTION:** Final rule.

SUMMARY: This amendment requires that fuel tank access covers on transport category airplanes be designed to minimize penetration by likely foreign objects, and be fire resistant. This amendment also requires that all turbine powered airplanes operated in air carrier service after October 30, 1991 meet these new standards.

EFFECTIVE DATE: October 30, 1989.**FOR FURTHER INFORMATION CONTACT:**

Iven D. Connally, Airframe and Propulsion Branch (ANM-112), Transport Airplane Directorate, Aircraft Certification Service, FAA, 17900 Pacific Highway South, C-68966, Seattle, Washington, 98168; telephone (206) 431-2120.

SUPPLEMENTARY INFORMATION:**Background**

These amendments are based on Notice of proposed rulemaking (NPRM) No. 88-10, which was published in the Federal Register on May 23, 1988 (53 FR 18526). The notice proposed to require that the fuel tank access panels on transport category airplanes be designed to minimize penetration by likely foreign objects, and be fire resistant. It also proposed to require all turbine powered airplanes operated in air carrier service after October 30, 1991 meet these new standards. Since then, the terminology has been changed from "Access Panels" to "Access Covers" to more accurately describe the parts and to avoid confusion with wing panels.

Several fuel tank access covers have failed in service due to impact with high energy objects such as failed tire tread material and engine debris following engine failures. The amendments to part 25 will ensure that all access covers on all fuel tanks are designed or located to minimize penetration by likely foreign objects and are fire resistant.

In addition, part 121 is amended to require that the fuel tank access covers on all turbine-powered transport category airplanes used in air carrier service meet these new standards.

Airplanes powered with reciprocating engines are not included since service experience does not indicate that fuel tank access covers on those airplanes have been a safety problem.

Discussion of Comments

The public response to the request for comments on Notice 88-10 was generally supportive of the new requirements.

One commenter believes it can be successfully argued that the present fuel tank access covers satisfy the general requirements of the rule since the FAA has not adopted testing standards for either impact or fire resistance. The commenter further states that unless the amendment is strengthened to require that the access covers be identical in material and at least equal to the lower wing panels with regard to all physical and thermal properties, the amendment will fall short of its stated purpose.

Specific rigid standards for impact resistance were not considered practical because of the wide range of likely debris which could impact the fuel tank access covers. The size, speed, and mass of tires vary greatly depending on the size and landing gear configuration of the airplane. Also, the size and energy level of engine debris are dependent on the size, location, and failure mode of the engine. (Advisory Circular 20-128 and available service history with airplanes of similar size and configuration provide guidance in that regard.) Furthermore, it may not be practical, or even necessary, to provide access covers with properties which are identical to those of the adjacent wing lower skin panels since the wing panels usually vary in thickness from station to station and may, at certain stations, have impact resistance far in excess of that needed for any likely impact. Since it is not practical to establish specific testing standards, the phrase, " * * * minimize penetration and deformation * * * " is used in § 25.963(e)(1). This means that an applicant must design access covers which are resistant to penetration and deformation to the greatest extent that is feasible, taking into account costs and other factors anticipated in actual service. It would, of course, not be considered feasible to design the access covers to be more impact resistant than the nominal impact resistance of the surrounding wing surfaces.

Although the proposed rule does not dictate the specific means to show that the fuel tank access covers "minimize penetration and deformation," an applicant would probably choose to do so by testing covers using debris of a type, size, trajectory, and velocity that

represent conditions anticipated in actual service for the airplane model involved. This would include consideration of available materials, construction methods, and attachment methods, as well as the resistance of the surrounding surfaces to penetration and deformation.

Under the provisions of Airworthiness Directive (AD) 87-02-07 (52 FR 518; January 7, 1987), operators of Boeing 737-100 and 737-200 series airplanes are required to replace existing access covers located within the engine debris strike zone with improved covers which are more resistant to impact. (This proposed rule would require replacement of any other fuel tank access covers on airplanes of these models that are subject to tire debris damage.) Airworthiness Directive 88-12-10 (54 FR 23643; June 2, 1989) requires similar replacement of the access covers of Boeing 747 airplanes. The redesigned covers required to comply with those ADs are specified thicknesses of aluminum plate. Those are examples of access covers which "minimize" penetration and deformation.

"Fire resistant" is used as the standard for resistance of the access covers to flame penetration because it is already defined in Part 1 of the Federal Aviation Regulations (FAR) and is well-understood by the aircraft industry.

The FAA does not concur that all fuel tank access covers of transport category airplanes presently in service will meet the new standards with regard to either impact resistance or fire resistance. While it is correct that many of these airplanes have no fuel tank access covers located in areas which are vulnerable to fire or debris impact, there are others in service which do have covers which are located in such areas and are not designed to "minimize" penetration and deformation, as described above.

Several commenters question the accuracy of the cost analysis. They believe that the total number of access covers which must be replaced is less than the number quoted in the cost analysis and that many of those have already been replaced. They also state, on the other hand, that the actual cost per cover is much higher than that quoted in the analysis.

Subsequent to the completion of the regulatory evaluation for this final rule, one commenter provided a late estimate of the cost of the required replacement access covers. The FAA reviewed the additional data and found that there may be a small additional cost which would not substantially affect the conclusion of the regulatory estimate.

The commenter's estimate of the number of affected airplanes is not relevant to the proposed amendment to Part 121 because it addresses the number of airplanes in operation worldwide rather than those operated by U.S. air carriers under the provisions of part 121.

The cost analysis has been reviewed in light of the comments received. Due to the many variable factors involved, the actual cost may vary somewhat. Nevertheless, the FAA considers the analysis to be within the range of accuracy necessary to show the overall cost impact of this rule.

One commenter requests the two years compliance period be extended to five years to coincide with an operator's extended check of the internal fuel tanks.

The FAA considers that a compliance period of two years from the effective date of this amendment is adequate considering the extent of coordination with the industry in developing this rule and the modifications already accomplished on the Model 737 under the requirements of Airworthiness Directive (AD) 87-02-07. Furthermore, the commenter provided no evidence that compliance prior to the next check of the internal fuel tanks would present an undue hardship.

Several commenters believe that the proposed rule is vague as to which airplanes and which covers on those airplanes would have to be retrofitted. Also, they believe that the likely strike areas are not adequately defined.

As discussed above, because of the large number of relevant factors, the FAA has determined that it is not possible to establish specific objective criteria to define the term "minimize" in the proposal. However, based on analyses of service experience, the FAA has determined that currently certificated Boeing model airplanes do not "minimize" penetration and deformation. All turbine powered transport category airplanes must be assessed for possible retrofit with new covers. Covers located within the strike zone from engine or auxiliary power unit debris, as defined in Advisory Circular 20-128, Design Considerations for Minimizing Hazards Caused by Uncontained Turbine Engine and Auxiliary Power Unit Rotor and Fan Blade Failures, and covers located within the strike zone from tire fragments must meet the new requirements. For the purpose of showing compliance with this rule, access covers located within 15 degrees of the plane of rotation of any tire must meet the new requirements. Minor editorial changes have been made in this regard.

Regulatory Evaluation Summary

Six comments which specifically address the costs and benefits of this rulemaking were submitted to the FAA by air carriers, and representative air carrier and manufacturer industry organizations, following publication of Notice 88-10. The FAA has revised its evaluation of the costs and benefits of this rulemaking in response to these comments.

Costs

The initial regulatory evaluation of Notice 88-10 projected that 26,812 access covers, at a material cost of \$210 and an installation cost of \$270 per cover, would require replacement in the current fleet of Boeing airplanes subject to part 121 of the Federal Aviation Regulations (FAR). Total costs were projected to be \$12.9 million.

Several commenters suggest that these initial projections underestimate the total cost of cover replacement. One commenter states that fuel tank access covers cost \$591 each. Another commenter, representing aerospace manufacturers, provides a range of manufacturer-supplied cost estimates for retrofitting individual types of airplane. According to this commenter, the projected cost of retrofit kits ranges from \$3,300 for a Boeing Model 727, with 2 covers requiring replacement, to \$36,200 for a Boeing Model 707, with 18 covers requiring replacement. These estimates can be recalculated to show that the material cost per access cover will range from \$800 for a Boeing Model 767 to \$2,000 for a Boeing Model 707, and average \$1,500 for the total affected fleet of airplanes. (Although the commenter also cited the cost of retrofitting a Boeing Model 720, it is actually irrelevant because no airplanes of that model remain in U.S. air carrier service.)

Since the latter cost estimates are provided by the manufacturer of the affected airplanes, and project the cost of replacement covers that have been designed and are in production, the FAA concurs with these estimates and has revised its cost analysis accordingly.

Revised compliance cost estimates for the final rule are \$19.7 million in 1988 dollars, and \$17.1 million discounted present value (employing a 10 percent discount rate).

Additional assumptions employed in this analysis include the following:

- This rule will affect 2,225 Boeing airplanes in part 121 service.
- Retrofit costs will be incurred over a two year period following the effective date of this rule.
- Manufacturer-supplied estimates of required labor hours range from 14 on

the Boeing Model 727 to 30 on the Model 707. In this analysis, aircraft mechanic labor hours are valued at \$35 per hour.

The FAA acknowledges concerns expressed by some commenters that the initial regulatory evaluation of Notice 88-10 may have overestimated the number of access covers requiring replacement (26,812 covers). In this analysis of the final rule, the FAA has employed the manufacturer-supplied estimates of the number of access covers requiring replacement on each affected airplane type (12,356 covers). It must be noted that these projections represent a worst-case scenario. The total costs may be even lower than estimated for this final rule because fewer covers may require replacement in actual practice.

The FAA disagrees with the concern expressed by commenters that the two-year compliance period will force air carriers to pull their airplanes out of service, thus incurring additional lost opportunity costs. Since replacement covers are already in production, a lack of available parts should not be a factor in preventing carriers from meeting the compliance deadline. Furthermore, the FAA expects that the mandated retrofits can easily be accomplished during an aircraft's regularly-scheduled "C"-check maintenance and inspection period.

Benefits

Several commenters indicate that the FAA's initial regulatory evaluation overestimates the benefits of this rulemaking. The FAA disagrees with these comments. Although penetrations of fuel tank access covers by foreign objects or debris have caused only one catastrophic accident in the last 20 years, the 1985 Boeing Model 737 crash in Manchester, England (with 55 fatalities), the FAA has identified a total of 24 incidents of access cover penetrations during that period. If such incidents continue to occur, the probability remains that failure of an access cover to contain such a strike could result in the loss of an airplane and its passengers. This analysis therefore estimates benefits of requiring installation of penetration and fire-resistant fuel tank access covers based on the prevention of one such incident.

In the FAA's final regulatory evaluation of these amendments, expected benefits remain as estimated in the initial regulatory evaluation: A minimum of \$29.0 million (discounted present value), based on the probability of preventing at least one accident over the next 20 years of a magnitude similar to the Manchester accident.

Based on this analysis, the FAA believes this rule to be cost-effective: the minimum expected benefit of \$29.0 million (discounted present value) exceeds the expected cost of \$17.1 million (discounted present value) by approximately \$11.9 million.

International Trade Impact Assessment

This amendment will have little or no impact on trade for both U.S. firms doing business in foreign countries and foreign firms doing business in the United States.

There will be no advantage with respect to future type designs for airplanes manufactured either in the United States or foreign countries, since U.S. certification rules are applicable to both foreign and domestic manufacturers selling aircraft in the United States.

With respect to existing designs, the disadvantage to U.S. air carriers vis-a-vis foreign carriers is minimal because the cost of compliance is a relatively small amount for most airplanes. Only 9 percent of the affected airplanes are expected to require one-time expenditures greater than \$16,000 per airplane. Boeing Model 727's, representing 54 percent of the affected airplanes, will require total expenditures of less than \$4,000 per airplane. Furthermore, it is common for foreign airworthiness authorities to adopt regulations similar to those issued by the Federal Aviation Administration. Therefore, it is possible that foreign operators of Boeing airplanes will be required to modify their airplanes as well.

Regulatory Flexibility Determination

The Regulatory Flexibility Act of 1980 (RFA) was enacted by Congress to ensure that small entities are not unnecessarily and disproportionately burdened by government regulations. The RFA requires government agencies to review rules which may have "a significant economic impact on a substantial number of small entities."

FAA Order 2100.14 defines a "substantial number of small entities" as more than one-third, and no fewer than eleven, of the small entities subject to the proposed rule. The order also indicates that an operator owning nine or fewer aircraft for hire is considered to be a "small entity."

This final rule has a cost impact only on air carriers which operate airplanes under Part 121 of the Federal Aviation Regulations. The FAA has identified

approximately 82 air carriers that own airplanes subject to Part 121, and two carriers which operate a total of nine or fewer aircraft. Of these 82 operators, only 20 (less than one-third), operate with at least one of the Boeing airplanes affected by this final rule.

The FAA therefore estimates that this final rule will not have an adverse economic impact on a substantial number of small entities.

The FAA has not identified a positive economic impact on a substantial number of small entities. The only small entities that could benefit economically from this rule are manufacturers of replacement panels. The best available information suggests that fewer than eleven outside suppliers would be contracted by Boeing to produce the required access covers.

Federalism Implications

The regulations adopted herein would not have substantial direct effects on the states, on the relationship between the national government and the states, or on the distribution of power and responsibilities among the various levels of government. Therefore, in accordance with Executive Order 12612, it is determined that this final rule will not have sufficient federalism implications to warrant the preparation of a Federalism Assessment.

Conclusion

For the reasons given earlier in the preamble, the FAA has determined that this is not a major regulation as defined in Executive Order 12291. In addition, the FAA certifies that this rule does not have a significant economic impact, positive or negative, on a substantial number of small entities under the criteria of the Regulatory Flexibility Act, since none are affected. Since the regulatory document concerns a matter on which there is substantial public interest, the FAA has determined that this document is significant as defined in Department of Transportation Regulatory Policies and Procedures (44 FR 11034; February 26, 1979).

List of Subjects

14 CFR Part 25

Air transportation, Aircraft, Aviation safety, Safety.

14 CFR Part 121

Aviation safety, Safety, Air carriers, Air transportation, Aircraft, Airplanes, Flammable materials, Transportation, Common carriers.

Adoption of the Amendments

Accordingly, parts 25 and 121 of the Federal Aviation Regulations (FAR), 14 CFR parts 25 and 121, are amended as follows:

PART 25—AIRWORTHINESS STANDARDS: TRANSPORT CATEGORY AIRPLANES

1. The authority citation for part 25 continues to read as follows:

Authority: 49 U.S.C. 1344, 1354(a), 1355, 1421, 1423, 1424, 1425, 1428, 1429, 1430; 49 U.S.C. 106(g) (Revised Pub. L. 97-449, January 12, 1983); and 49 CFR 1.47(a).

2. By amending § 25.963 by adding paragraph (e) to read as follows:

§ 25.963 Fuel tanks: general.

* * * * *

(e) Fuel tank access covers must comply with the following criteria in order to avoid loss of hazardous quantities of fuel:

(1) All covers located in an area where experience or analysis indicates a strike is likely must be shown by analysis or tests to minimize penetration and deformation by tire fragments, low energy engine debris, or other likely debris.

(2) All covers must be fire resistant as defined in part 1 of this chapter.

* * * * *

PART 121—CERTIFICATION AND OPERATIONS: DOMESTIC, FLAG, AND SUPPLEMENTAL AIR CARRIERS AND COMMERCIAL OPERATORS OF LARGE AIRCRAFT

3. The authority citation for part 121 continues to read as follows:

Authority: 49 U.S.C. 1354(a), 1355, 1356, 1357, 1401, 1421-1430, 1472, 1485, and 1502; 49 U.S.C. 106(g) (Revised, Pub. L. 97-449, January 12, 1983); 49 CFR 1.47(a).

4. By amending part 121 by adding a new § 121.316 to read as follows:

§ 121.316 Fuel tanks.

Each turbine powered transport category airplane operated after October 30, 1991, must meet the requirements of § 25.963(e) of this Chapter in effect on October 30, 1989.

Issued in Washington, DC, on September 25, 1989.

James B. Busey,
Administrator.

[FR Doc. 89-22988 Filed 9-28-89; 8:45 am]

BILLING CODE 4910-13-M

Friday
September 29, 1989

Part XII

**Department of
Justice**

**Office of Juvenile Justice and
Delinquency Prevention**

**Juvenile Justice Statistics and Systems
Development Program; Notice**

DEPARTMENT OF JUSTICE

Office of Juvenile Justice and
Delinquency PreventionJuvenile Justice Statistics and
Systems Development Program

AGENCY: Office of Juvenile Justice and Delinquency Prevention, Justice.

ACTION: Notice of reissuance of a solicitation for applications to establish a Juvenile Justice Statistics and Systems Development Program.

SUMMARY: The Office of Juvenile Justice and Delinquency Prevention (OJJDP), pursuant to sections 241 and 242 of the Juvenile Justice and Delinquency Prevention Act, as amended, is sponsoring a program to establish a Juvenile Justice Statistics and Systems Development Program. The purpose of this program is to develop and implement strategies for improving:

- The quality and utility of national and subnational (state and local) statistics on juvenile justice; and
- Decision making and management information systems within the juvenile justice system.

This effort will assist OJJDP in implementing the recommendations from the Assessment of National Juvenile Justice Statistics. This requires formulating and implementing a program of national and subnational juvenile justice statistics that promotes the development and effective use of statistics for system wide and individual agency planning and management; policy and program development and, research and evaluation at the Federal, state and local level. The scope of the program related to improving national and subnational statistics includes Federally sponsored national surveys of individuals regarding their experience as victims and/or offenders as well as Federally-sponsored administrative surveys that involve the collection of data from local reporting units regarding some aspect of the justice system response to these juveniles.

In addition to performing the tasks related to planning and improving national and subnational statistical networks and products, the recipient will be responsible for:

- Assessing operational juvenile justice agencies' decision making and related management information systems;
- Developing prototypes for decision making and related management information systems and promoting the effective use of the information generated by the systems for planning,

management and resource allocation development;

- Developing training and technical assistance materials to promote the adoption of the prototype systems for test sites; and

- Providing intensive training and technical assistance to implement the prototypes in the test sites.

It is expected that these two tracks: National Statistics and Systems Development, will complement each other and will improve the capability of Federal, state and local, public and private juvenile justice agencies to understand the needs of the juvenile population they serve and as a result more effectively manage their resources for delinquents and other juveniles in need of services.

Eligibility: Applications are invited from public agencies and private organizations which can demonstrate the capability to effectively carry out the mission of the Juvenile Justice Statistics and Systems Development Program to enter into a cooperative agreement with OJJDP. The project period will be five years, with incremental budget periods. OJJDP has allocated up to \$800,000 for the initial budget period of 18 months. Based on successful completion of the first budget period, the recipient of the cooperative agreement will be eligible for several non-competing awards that are anticipated over the program period. Applicants are encouraged to submit cost-competitive proposals.

DATE: The deadline for receipt of applications in the OJJDP Office is January 15, 1990. No application material delivered after that date will be considered. For further information contact: Barbara Allen-Hagen, Research and Program Development Division (202/724-5929), or John Dawson, Special Emphasis Division (202/724-5911), Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Ave., NW., Washington, DC 20531. In order to provide clarification and guidance to prospective applicants, within 45 days of publication of this program announcement, not later than November 17, 1989, OJJDP will hold a meeting to answer any questions regarding the program and application procedures.

SUPPLEMENTARY INFORMATION:**JUVENILE JUSTICE STATISTICS AND
SYSTEMS DEVELOPMENT PROGRAM**

- I. Definitions
- II. Introduction and Background
- III. Program Goals and Objectives
- IV. Program Strategy
- V. Dollar Amount and Duration
- VI. Eligibility Requirements
- VII. Application Requirements

- VIII. Procedures and Criteria for Selection
- IX. Submission of Applications
- X. Civil Rights Compliance

I. Definitions

The following definitions are offered to clarify terms and concepts frequently used in this solicitation. Because one of the purposes of this program is to help OJJDP further define the parameters of a national statistical program and a model decision making system(s), these definitions are subject to change.

Juvenile—any person under the age of 18 in the United States (1) who is or may be, for statutorily determined conduct or circumstances (e.g. delinquency noncriminal misbehavior and abuse/neglect), subject to the adjudication and supervision processes of the juvenile court, or (2) who, although not described by criterion (1) above, is under the age of 18 and is either under criminal court jurisdiction or is a victim of a criminal offense.

Juvenile and Criminal Justice System Response—any official action (arrest/taking into custody, filing a petition, detention order, diversion, waiver/transfer, adjudication, disposition, probation order, commitment/placement, release from custody/jurisdiction, etc.) made in response to acts committed by or against a juvenile (delinquency, status offense, or abuse/neglect or criminal victimization) that may come before the juvenile or criminal court for adjudication, disposition or judicial review. These actions may be taken by local and/or state agencies depending on the locus of the authority.

National Juvenile Justice Statistics Program—a series of routinely administered data collection efforts that are designed to produce current, reliable, nationally representative data regarding the extent and nature of juvenile offending and victimization and the juvenile or criminal justice system response.

Subnational Statistics—data routinely gathered on juvenile or criminal justice system response generated or maintained by any local or state agency or organization with the appropriate statutory or delegated authority to perform such a function.

Assessment Recommendations—a series of recommendations contained in a draft document entitled, "The Assessment of National Juvenile Justice Statistics: An Agenda for Action", (hereinafter referred to as "Agenda"), James P. Lynch, based on a jointly-sponsored OJJDP/Bureau of Justice Statistics assessment of Federally-sponsored national data collection

efforts regarding juveniles as victims and offenders. Copies of this document can be obtained by calling Barbara Allen-Hagen, at 202/724-5929.

Management Information System (MIS) Prototype—a proposed set (the minimum number) of variables and data elements with standardized definitions for juvenile or criminal justice system responses that meet local or state agency information needs, as well as national information system requirements for developing national estimates regarding juvenile justice system response to juvenile victims and offenders. Model or prototype management information systems will be developed for each component agency of the juvenile justice system or, where applicable, the criminal justice system.

Decision Making System Prototype—a systematic approach to decision making which delineates the range of juvenile or criminal justice system responses that can be made by local/state agencies regarding the processing of juveniles through each decision point in the juvenile or criminal justice system from initial contact with law enforcement or referral to juvenile or family court or court of similar jurisdiction through disposition and release from jurisdiction.

II. Introduction and Background

OJJDP and the Bureau of Justice Statistics (BJS) undertook the first major assessment of the quality and utility of existing national statistics on juveniles as victims and offenders. The overwhelming conclusion of this assessment was that critical information on the extent and nature of juvenile crime and victimization was seriously deficient for both policy and research purposes. In addition, national, state, and local data on important aspects of the justice system response are fragmented, non-comparable, or non-existent. Further, if significant improvements were to be made, the current inadequacies of the existing system would have to be approached systematically. The product of this effort, "The Assessment of National Juvenile Justice Statistics: An Agenda for Action", outlines a comprehensive series of recommendations for improving the quality, utility and accessibility of data for national, state and local uses. Incorporated in the discussion of the recommendations are steps to be taken to achieve a particular information goal. For national and subnational statistics these steps range from conducting secondary analysis of existing data to initiating new data collection efforts.

There is general consensus that there is a need to improve juvenile justice decision making related to planning, policy and program development and management within and across juvenile justice agency lines. Often decisions are not guided by explicit policies or criteria. These decisions are frequently made in the absence of critical information that is often not available within a single agency or is not shared between agencies. Both of these inadequacies need to be addressed simultaneously for effective management of juvenile justice resources. For example, in order to determine the need for additional detention beds, a jurisdiction needs to specify the policies/screening criteria used to make detention decisions; to identify where the decisions are made; and, to develop information on the number and types of youth detained as well as their lengths of stay. Without this type of information, population projections that may form the basis for expenditure of funds will be flawed. There are a host of basic policy and information needs, such as those identified in the above example, that are common to almost any juvenile justice "system" that should be identified, and, around which a model decision making system(s) should be developed. Therefore, it is necessary to assess decision making policies and procedures, delineating agency-level activities at each critical decision point in juvenile justice system. In addition, the assessment should document agencies use of currently collected data; and from this assessment develop a prototypical decision making and related complementary management information system(s). The local management information system(s) must be designed to contribute to the development of a national base of information on critical aspects of the juvenile justice system response to juvenile crime and victimization.

The Juvenile Justice Statistics and Systems Development Program is an integral part of the strategy to implement the recommendations to improve national and subnational statistics, as well as to improve the decision making capability of local juvenile justice agencies. The program is being established to guide choices regarding the future direction of national statistics and methods for assisting the development of local decision making and information systems data collection efforts. Finally it will focus on integrating these two activities to ensure that local and state information systems can become the building blocks for a

national juvenile justice statistics program. This is the beginning of a long term commitment which is needed to document and monitor trends in the level and nature of delinquency and victimization, as well as the juvenile justice system's response to these problems. One of the major functions of this program will be the dissemination of existing information for policy-making purposes as well as to provide greater access of existing data sets to the research community for policy analysis and program evaluation.

III. Program Goal and Objectives

There are two major goals of this program:

- To create a national juvenile justice statistics program that is responsive to Federal, state and local information needs; and
- To improve systemwide decisionmaking and management information capabilities of juvenile justice system and component agencies.

A national juvenile justice statistics program must be developed that produces useful and reliable national and subnational statistics on juveniles that inform the public about the extent and nature of juvenile delinquency and victimization, their correlates and consequences, as well as juvenile justice system response to these social problems. This program must yield data on these phenomena that are useful for policy and program development and evaluation at the Federal, state and local level.

A concurrent goal of this program is to improve the capability of the juvenile justice system and its component agencies to respond to the problems of juvenile crime and victimization, through the development and testing of prototypical decisionmaking and management information systems. The program is designed to promote the understanding and the use of prototypical systemwide juvenile justice decisionmaking policies and practices to assess, monitor and improve the administration of juvenile justice. In addition to supporting systems improvement, the program also is intended to contribute to building a national statistical system which promotes the effective use of statistics for planning, resource allocation and other juvenile justice system management decisions at the Federal, state and local level.

In order to achieve these goals, a comprehensive program to improve the quality and utility of national and subnational statistics, and decisionmaking must be developed and

implemented. The Assessment of National Juvenile Justice Statistics has outlined a broad agenda for making needed improvements in national and subnational statistics. The establishment of the Juvenile Justice Statistics and Systems Development Program is intended to build upon this work. The recipient will be responsible for providing the necessary technical and substantive resources to achieve the following objectives during the first 18-month phase of the program's operation:

National Statistics Objectives

- Assist in formulating long-term and short-term plans for systematically improving juvenile statistics, including prioritizing information needs; choosing which Assessment Recommendations to pursue; and carrying out the necessary steps to implement these plans;
- Assess the potential of existing subnational statistical systems/networks for contributing data to a national statistical reporting system; and
- Develop a strategy for the analysis, publication and dissemination of existing national and subnational data on juveniles and the justice system;

Systems Development Objectives

- Assess operational juvenile justice agencies' decisionmaking and related management information activities, policies, and procedures;
- Develop prototypical decisionmaking systems and complementary management information systems as well as model output reports pertaining to planning, management, resource development and allocation, and intra- and inter-agency coordination;
- Develop training and technical assistance materials to transfer prototypes;
- Develop and implement a strategy for testing the effectiveness of the prototypical decisionmaking and management information systems; and
- Determine the feasibility of building a network of jurisdictions to contribute to a national juvenile justice statistical reporting program on juvenile justice system response.

IV. Program Strategy

OJJDP planning and program development activities are guided by a framework which specifies four sequential phases: research, development, demonstration and dissemination. The framework guides the decisionmaking process regarding the funding of future phases of the program.

This program falls within the research and development phases. The purpose of the research phase is to develop new knowledge and to monitor trends to inform and assess policy and program development. The national/subnational statistics objective fall under this phase. The purpose of the development phase is to develop prototypes and, to determine their effectiveness through a testing process, and to disseminate the prototypes to the field. The systems development objectives fall within this phase.

This initiative is designed to evolve along two tracks. The first involves developing strategies to improve the quality and utility of federally sponsored national data collection efforts, including surveys of individuals regarding their experience as victims and/or offenders as well as administrative surveys that involve the collection of data from local reporting units regarding some aspect of the justice system response. The second track involves efforts to improve the quality and utility of state and local decisionmaking and related management information systems. While each track has its defined objectives and expected results, the two tracks are clearly interdependent. Therefore, although the activities of each track require somewhat different skills, strategies and schedules, it is critical that the grantee structure an approach to ensure that the development of the two tracks is closely coordinated and that the results of each track complement the work of the other.

Each track will involve several basic stages of development. As will be described below, it is anticipated that stages one through three of the national statistics track, and stages one and two of the systems development track will be completed during the first 18-month project period. Each stage of the process detailed below is designed to result in complete and publishable products, and a dissemination strategy to inform the field of the development of the program and the results and products of each stage.

A project advisory committee, consisting of knowledgeable survey methodologists; statisticians; data users and suppliers; practitioners and experts in juvenile justice policy, systems and resource management will be appointed to provide direction, guidance and oversight to the program in carrying out its functions, reviewing plans, and products. Two subcommittees, supplemented by technical consultants as necessary, should be formed to advise the development of each track.

The role of the advisory board is viewed as critical to the success of the program.

National Statistical Track

Stage 1—Assessment

During this stage the recipient will review the recommendations of the "Agenda", and other relevant literature, and assist OJJDP in selecting those recommendations that should be adopted and in what priority order they should be pursued. It is anticipated that this will require an intensive process involving the participation of OJJDP, the recipient, and the project advisory board. This stage will also involve preliminary identification of national data system requirements that will inform the development of local management information system prototypes under the Systems Development Track.

To assist in the prioritization and selection of recommendations to be pursued, the recipient will provide the necessary background information on the resources, technology and agency cooperation that would be required to implement the recommendations. Based on the approval by OJJDP of the first set of recommendations to be adopted, the recipient will identify the steps involved in implementing each selected recommendation. Finally, the recipient will develop a detailed, comprehensive plan for the implementation of the selected recommendations focused on improvement of national and subnational statistics, and on the analysis and dissemination of existing information.

Activities

The major activities of this stage are:

- Establishment and convening of the project advisory committee board;
- Development of an Assessment Plan specifying the approach for each step of the assessment stage;
- Identification of the national data system information requirements that should be incorporated into the development of the prototype local management information systems under the System Development Track;
- Review of the National Justice Statistics Assessment and prioritization of recommendations; specifying the approach for developing long-term and short-term objectives for improving juvenile justice statistics;
- Specifications of the steps required to implement selected recommendations; and,
- Development of an Assessment report detailing plans to design and implement the selected national/

subnational statistical programs and to analyze and disseminate existing data. (It should be recognized that each of the data collection activities which are selected for implementation will likely proceed at a different pace through the next three stages of development, depending on the specific nature of the activity.)

Products

The products to be completed during this stage are:

1. Assessment Plan for carrying out the Program;
2. Recommendations for prioritization of Statistics Assessment recommendations;
3. Report specifying the resources, technology, agency cooperation, and the implementation activities for each of the priority recommendations;
4. Recommendations for assessing quality and utility of subnational statistical systems/networks for contributing to national information on juvenile justice system response;
5. An Assessment Report summarizing the results of the assessment stage, including a plan for developing selected national/subnational statistical programs; and
6. Dissemination strategy to inform the field of the development of the program, and the products and results of this stage.

Stage 2—Analysis and Dissemination

Upon successful completion of stage one, the recipient will conduct those activities in the plan developed during the assessment stage which involve analysis and dissemination of existing national and/or subnational data sets to inform policy and program development. This will involve the development of a dissemination strategy to: (1) Make available to the field statistical information from existing national and subnational data sets; and (2) to examine the utility of existing data sets for addressing selected policy issues.

The first task will be accomplished by preparing a national report on juvenile offending and victimization, which will be updated bi-annually by the program.

The second task will involve the preparation of papers based on analysis of one or more data sets to address particular policy or program issues in juvenile justice. The topics will be selected by OJJDP in consultation with the recipient and the program advisory committee. The analysis will also include an examination of the utility of a particular data set for meeting information needs in the field.

Activities

The major activities of this stage are:

- Development of a plan for the analysis and dissemination activities;
- Selection of topics for issue papers;
- Preparation of a draft and final national report on results of juvenile offending and victimization;
- Preparation of issue papers based on analysis of existing data sets; and,
- Development and implementation of a dissemination strategy.

Products

The products to be completed during this stage are:

1. Plan for conducting the analysis and dissemination activities;
2. Draft and final national report on juvenile offending and victimization;
3. A minimum of three papers on selected policy or program issues;

Stage 3—New Survey Design and Feasibility Studies

During this stage, the recipient will initiate the design of new data collection activities included in the plan developed during the assessment stage. These may consist of revisions to existing national data collection efforts, or the design and implementation of new efforts. This stage will involve three steps as appropriate. For those data collection efforts that are to be revised, the first step consists of secondary analysis of the relevant national data set. For new data collection initiatives, the first step will consist of evaluating existing data collection efforts and conducting secondary analyses of these, if available, to determine the potential for collecting the desired information through an existing survey mechanism. The second step will be the conduct of feasibility studies to develop more definitive information on the viability of particular approaches to data collection for addressing a particular issue.

Third, based upon the results of the secondary analyses and/or feasibility studies, the recipient will prepare a recommendation regarding the viability of the proposed new or revised data collection activity. As appropriate, the recommendation should include a proposed survey design, specifying the substantive, strategic costs and methodological requirements, and projected costs for full implementation of the data collection activity. It must provide an indepth statement of the rationale for each effort; an articulation of the specific policy, programmatic, and/or research purposes that the particular effort is designed to address; and a justification for the proposed design based on the experience of the

secondary analyses phase and/or the feasibility studies.

Should OJJDP choose to implement a new national data collection effort, most likely it will be supported through an interagency agreement, or a competitively awarded cooperative agreement or contract. For the latter options, it is anticipated that the recipient will be excluded from competition. The recipient will however, provide the necessary consultation to assure that the survey(s) is implemented in a manner consistent with the proposed design and the direction of the project advisory board.

Activities

The major activities to be conducted during this stage are:

- Development of a plan for the design of new data collection efforts; including the steps for each effort;
- Conduct of secondary analyses of existing relevant data sets and write reports;
- Conduct of feasibility studies;
- Coordination of the design of new national activities with the local systems;
- Preparation of draft and final recommendations for each new data collection effort; and
- Development and implementation of a dissemination strategy.

Products

The products to be completed during this stage are:

1. Plan for the design of new data collection efforts;
2. Draft and final recommendations for new data collection efforts; and,
3. Dissemination strategy to inform the field of the development of the program and products of this stage.

Stage 4—Implementation of New Data Collection Efforts

During this stage the recipient will provide methodological advice and oversight of newly initiated data collection efforts. Program staff and consultants who have been involved in the design stage will serve in a consultant capacity to organizations selected to conduct these efforts. The program's Advisory Committee will also review these efforts as appropriate. Additional ongoing activities under this stage include the refinement of plans, re-analysis of relevant data sets for policy or program development purposes, conduct of additional feasibility or pilot tests, as needed, and the production and dissemination of recurring and ad hoc reports resulting from the program's work.

Activities

The major activities of this stage are:

- Development of a plan for implementation of new data collection efforts;
- Technical Assistance to new data collection activities;
- Advisory Committee review of new data collection activities, and on-going OJJDP data collection projects;
- Preparation of reports based on existing and new data collection activities; and,
- Identification of new priorities.

Products

1. Plan for implementation of new data collection efforts;
2. Reports on the status of new data collection activities; and
3. Recommendations for new priority areas.

Systems Development Track

Stage 1—Assessment

The recipient will be responsible for designing and conducting an assessment of selected state and local decision making systems; existing management information systems and the current or potential analytical uses of operational data for juvenile justice system management, policy development, planning and evaluation; and the potential of local data collection activities for contributing to a national data collection program on juvenile justice system response. The assessment must be designed to provide OJJDP with specific recommendations for optimal operation of both decision making and complementary management information systems that will be the basis for the prototype development activities occurring in the next stage as well as the development of a strategy for a national program for collection of data on juvenile justice system response.

During this stage the recipient will conduct a review of the literature on juvenile justice decision making policies, procedures and practices at the system as well as the individual agency level, and on management information systems that gather and analyze data that are designed to support decision making activities. Based on the review, and the guidance from the advisory committee and OJJDP, the recipient will develop criteria to select and conduct onsite assessments of existing state and local agency decision making and management information systems.

The assessment will focus on system design and operation, by examining the decision making and information activities of the individual component agencies as well as activities involved in

referring youth from one component of the system to another. It will examine who makes decisions regarding the handling of different types of youthful offenders and nonoffenders, what types of decisions are made, and the subsequent resources expended in responding to those decisions. It will also examine the type of information that is collected by component agencies, who collect it, how it is collected, how it is analyzed and how it is used. This will include a review of the purpose and usefulness of output reports generated for use by juvenile justice agencies. In order to monitor trends and to make critical management decisions on an agency and systemwide basis in the areas of planning, policy formulation, program development, resources allocation, research evaluation and budget development and control. Particular attention will be paid to the potential contribution of various management information systems to a national data collection system.

Activities

The major activities of this stage are:

- Convening the project advisory committee;
- Development of an assessment plan specifying the approach for each step of the assessment stage;
- Review of the literature;
- Development of the criteria for site assessment activities;
- Implementation of the site assessment;
- Development of preliminary testing design guidelines;
- Development of recommendations for the national reporting program on juvenile justice system response based on an assessment of existing management information systems;
- Development of a draft and final assessment report; and
- Development of a dissemination strategy.

Products

The products to be completed during this stage are:

1. Project Advisory Committee Recommendations;
 2. Assessment Plan;
 3. Literature Review;
 4. Criteria for Site Assessment
- Activities;
5. Recommendations with regard to Preliminary Guideline for Test Design;
 6. Preliminary strategy for developing a national reporting program on juvenile justice system response based on local/state reporting units;
 7. Draft and Final Assessment Report; and

8. Dissemination strategy to inform the field of the development of the program and products and results of this stage.

Stage 2—Prototype Development

Upon successful completion of stage one, the recipient will develop one or more prototypes of a juvenile justice decision making and complementary management information system for implementation at the state and local level. The prototypes will explain how to operationalize and assess agency policy through the implementation of a well-defined decision making system and a supportive management information system. The prototype information will be detailed in operational manuals which contain detailed specifications for the development, implementation and operation of the prototypical state and local decision making and management information systems. The prototypes will describe, for each component agency of the juvenile justice system, how to define policy and implement it through the establishment of decision making criteria, practices and procedures for processing juveniles; and the establishment of a management information system that will provide the information specified by the decision criteria, as well as data on the flow of juveniles through the system.

In developing the prototype management information systems, the requirements of a natural data system must be addressed. This must include recommendations regarding: the scope of initial program, sampling issues related to implementation, identification of both incentives and necessary assurances regarding the use and disclosure of data in order to ensure participation in the program, and the identification of specific products or reports that the system would be capable of generating for national purposes.

Because of the need to demonstrate the potential utility of both the decision making model and the management information system, the prototypes must include the identification of the practical uses and potential benefits to an agency as well as to the overall juvenile justice system that may adopt the prototype system. Model output reports that would result from the implementation of the prototypes should be designed. The recipient will prepare examples of such reports and include those for: planning (e.g., development of population or personnel projections); policy formulation (e.g., establishing criteria for use of secure detention, or for setting

dispositional/release guidelines); program development (e.g., determining the need for a urinalysis program to monitor probationers, or the need for runaway shelter); budgeting (e.g., setting per diem rates for contract services, determining juvenile justice system annual expenditures by agency); program and policy evaluation (e.g., determining the effectiveness of jail removal policies and alternatives, or the impact of a truancy reduction program on reported daytime burglaries); and research (e.g., documenting trends in the percentage of personal crimes involving juvenile gangs, or the percentage of violent crimes in which kidnapping of a juvenile was a corollary offense). This will involve identifying necessary decision making activities and corresponding data elements, minimum requirements regarding the data collection procedures, for each use.

Activities

The major activities of this stage are:

- Participation of the Advisory Committee;
- Development of a plan for prototype development;
- Development of the decision making and information system prototypes and related materials;
- Development of recommendations regarding the scope, content and approach to developing a national reporting program on juvenile justice system response based on data generated by the management information system prototypes; and,
- Development of a dissemination strategy.

Products

1. Prototype Development Plan;
2. Dissemination Strategy to inform the field of the development of the program, and the products and results of this stage;
3. Draft and Final Prototype Designs and Operation Manuals; and
4. Draft and Final Design for the National Reporting Program on Juvenile Justice System Response.

Stage 3—Training, and Technical Assistance

While a decision to develop training and technical assistance materials and to test the prototype design(s) will be made during or following the completion of the prototype system development stage, the applicant is expected to explain the methods and approaches that would be employed to implement all of the stages. As noted, funds for this stage will be provided in the initial award period. Funds for the testing stage will be provided through

noncompetitive continuation awards. In order to ensure the applicant's understanding of the entire development effort, however, the initial application must address and explain the implementation and coordination of all four stages of the initiative (i.e., assessment, prototype development, training and technical assistance development, and testing).

Upon successful completion of stage 3 and with the approval of OJJDP, the grantee will transfer the prototype decision making and management information system design(s), including policies and procedures, into a training and technical assistance package. A comprehensive training manual which outlines the major issues that need to be addressed in developing programs for state and local subnational policy level decision makers, and detail program prototypes, must be developed to encourage and facilitate implementation of prototypes. The training manual should be the focal point of the entire training and technical assistance package. The major audience will be policy makers and practitioners involved in resource allocation and program development at the state and local subnational levels. The manual must be designed for a formal training setting, and for independent use in jurisdictions that do not participate in formal training sessions. Therefore, the manual should include a complete description of the decision making prototype and incorporate related policies and procedures to operationalize the prototypes. The manual should contain instructions and supplementary materials for trainers to facilitate presentation, and ensure understanding and successful adaptation and implementation of the prototypes.

Activities

The major activities of this stage are:

- Preparation of a plan for developing the training and technical assistance package;
- Development of the training and technical assistance materials;
- Recruitment and preparation of the training and technical assistance personnel;
- Testing of the training curriculum manual;
- Participation and review by the advisory committee; and,
- development and implementation of a dissemination strategy which may include workshops or seminars for national and subnational level decision makers.

Products

The products to be completed during this stage are:

1. Plan for the development of the training and technical assistance package;
2. Identification of training and technical assistance personnel;
3. Draft and final training and technical assistance package-including the training curriculum manual and information materials; and,
4. Dissemination strategy to inform the field of the development of the program, and the products and results of this stage.

Stage 4—Prototype Implementation and Testing

This stage of the program consists of a test, in selected jurisdictions, of the prototypes developed in Stage II. The recipient will be required to assist the OJJDP in developing a solicitation to make awards to test sites. It will also be required to provide intensive training and technical assistance to help test sites implement the decision making and management information system prototypes on an experimental basis. Finally, the grantee will be expected to work cooperatively with an independent evaluator to ensure the integrity of the data collection and feedback activities.

Activities

The major activities of this stage are:

- Develop recommendations for a program announcement to select test sites;
- Assist OJJDP in review and selection of test sites;
- Provide intensive training and technical assistance to test sites regarding the implementation of prototypes on an experimental basis;
- Develop procedures for working cooperatively with the program evaluator, particularly in the areas of data collection and feedback; and
- Develop and implement a dissemination strategy.

Products

The major products for this stage are:

1. Recommendations for the program announcement for test sites;
2. Plan for providing training and technical assistance to test sites; and,
3. Dissemination strategy to inform the field of the development of the program, and the products and results of this stage.

V. Dollar Amount and Duration

A cooperative agreement will be awarded to the successful applicant. The project period is five (5) years.

OJJDP has allocated up to \$600,000 for the first budget period of 18 months. Funds for noncompeting continuation awards within the approved five-year project period may be withheld for justifiable reasons. They include, but are not limited to:

1. There is no continued need for program activity;
2. Failure to comply with agency fiscal integrity requirements, including but not limited to:

- (a) The grantee is delinquent in submitting required reports;
 - (b) Adequate funds of the grantor agency are not available to support the project;
 - (c) The grantee has failed to show satisfactory progress in achieving the objectives of the project or otherwise failed to meet the terms and conditions of award;
 - (d) A grantee's management practices have failed to provide adequate stewardship of grantor agency's funds;
 - (e) Outstanding audit exceptions have not been cleared; or
3. Any other reason which indicates that continued funding would not be in the best interest of the Federal government.

VI. Eligibility Requirements

Applications are invited from public agencies and private organizations. Applicant organizations may choose to submit joint proposals with other eligible organizations as long as one organization is designated in the application as the applicant and any coapplicants are designated as such. Coapplicants must demonstrate they have the capability to work together effectively in order to be considered as co-applicants for this program. In order to expand the pool of eligible candidates, applications will be accepted from for-profit agencies as long as they agree to waive their profit fee and accept only actual allowable costs. Applicants and co-applicants must demonstrate that they have prior experience in the design, conduct and implementation of multijurisdictional surveys; demonstrated knowledge of issues associated with juvenile justice statistics; prior experience in the development and delivery of training or technical assistance; and research and evaluation of the juvenile justice system.

Applicants must also demonstrate that they have the management capability, fiscal integrity and financial responsibility, including but not limited to and acceptable accounting system and internal controls, compliance with grant fiscal requirements, such capability to effectively implement a project of this size and scope.

Applicants who fail to demonstrate that they have the capability to manage this program will be ineligible for funding consideration. Applicant organizations may choose to submit proposals with other eligible organizations, as long as one organization is designated in the application as the applicant and any coapplicants are designated as such. In order to be eligible for consideration the applicant, together with any co-applicant, must have experience in each of the following areas specified in A-C below.

A. Design, development, or implementation of national or subnational (multijurisdictional) data collection efforts regarding crime and delinquency or the criminal or juvenile justice system; or, the maintenance of a data archive for the promotion of secondary analysis of data for research, policy or program evaluation;

B. Applied research or policy analysis regarding crime, delinquency, or the criminal/juvenile justice system; and,

C. The development of decision making and management information systems, and the development and delivery of training and technical assistance to state and local criminal or juvenile justice agencies.

VII. Application Requirements

All applicants must submit a completed Standard Form 424, Application for Federal Assistance (SF-424), including a program narrative, a detailed budget, and budget narrative. All applications must include the information outlined in this section of the solicitation (section VI) in part IV, Program Narrative of the application (SF-424).

In accordance with Executive Order 12549, 28 CFR 67.510, applicants must also provide a certification they have not been debarred (voluntarily or involuntarily) from the receipt of Federal funds. Form 4662/2 which will be supplied with the application package must be submitted with the application. Pursuant to the regulations implementing the Drug-Free Workplace Act of 1988, 28 CFR part 67, subpart F, applicants must submit a certification regarding Drug-Free Workplace Requirements. The certification form will be provided in the application kit.

In submitting applications that contain more than one organization, the relationships among the parties must be set forth in the application. As a general rule, organizations that describe their working relationship in the development of products and the delivery of services as primarily cooperative or collaborative in nature will be considered co-applicant's. In the event

of a co-applicant submission, one co-applicant must be designated as the payee to receive and imburse project funds and be responsible for the supervision and coordination of the activities of the other co-applicant. Under this arrangement, each organization would agree to be jointly and severally responsible for all project funds and services. Each co-applicant must sign the SF-424 and indicate their acceptance of the conditions of joint and several responsibility with the other co-applicant.

Applications that include non-competitive contracts for the provision of specific services must include a sole source justification for any procurement in excess of \$25,000. The following information must be included in the application (SF-424) part IV Program Narrative:

A. Organizational Capability

Applicants must demonstrate that they are eligible to compete for this cooperative agreement on the basis of eligibility criteria established in section VI. of this solicitation.

1. Organizational Experience

Applicants must concisely describe their organizational experience with respect to the eligibility criteria specified in Section VI. above. Applicants must demonstrate how their organizational experience and current capabilities will enable them to achieve the goals and objectives of this initiative. Applicants should highlight significant organizational accomplishments which demonstrate their responsiveness to the needs of the field, reliability in terms of producing quality products in a timely fashion, and having the ability to work effectively with operational justice agencies.

2. Project Staffing

Applicants must provide a list of key personnel responsible for managing and implementing the program. Applicants must present detailed position descriptions, qualifications and selection criteria for each position, whether they are salaried or staff, hired by contractor(s) of the grantee. In addition, if key functions or services are to be provided by consultants on a contractual basis, the applicant must indicate the individuals to be hired for specific tasks, or the specific skills that would be needed to perform these tasks and the means of acquiring them. Resumes must be provided and may be submitted as appendices to the application. Applicants must demonstrate that the proposed staff

complement have the requisite background and experience to accomplish the major responsibilities outlined in Section IV above. Applicants should highlight significant accomplishments of the proposed staff in relation to their respective roles in the project. In addition, the percentage of each staff person's time committed to the project must be clearly indicated in the budget narrative.

3. Financial Capability

In addition to the assurances provided in Part V, Assurances (SF424), applicants must also demonstrate that their organization has or can establish fiscal controls and accounting procedures which assure that Federal funds available under this agreement are disbursed and accounted for properly. Applicants who have not previously received federal funds will be asked to submit a copy to the Office of Justice Assistance, Research and Statistics (OJARS) Accounting System and Financial Capability Questionnaire (OJARS Form 7120/1). Other applicants may be requested to submit this form. All questions are to be answered regardless of instructions (Section C.I.B. note). The CPA certification is required only of those applicants who have not previously received Federal funding.

B. Program Strategy and Goals

Applicants must demonstrate their understanding of the goals and objectives of the overall program as well as each track. They must also articulate their specific approaches to implementing the program strategy outlined in the solicitation. They must explain how they will address all the activities and develop all of the products for each stage contained in both tracks and propose a strategy for coordinating the activities of both tracks.

C. Program Implementation Plan

Applicants must prepare a plan that outlines the major activities involved in implementing the program, describe how they will allocate available resources to implement the program, and how the program will be managed.

1. The plan must include:

a. An annotated organizational chart depicting the roles and describing the responsibilities of key organizational/functional components related to the National Statistics and Systems Development Tracks and their respective phases.

b. The implementation plan must clearly indicate how staff and other resources (such as consultants, project advisory board) will be utilized for each of the major activities.

c. A concise discussion of the coordination and administration issues related to the program strategy and how the grantee's organizational structure and management strategy would address these issues.

2. Applicants must develop a detailed time-task plan for the first 18 month budget period, clearly identifying major milestones related to each phase. This must include designation of organizational and staff responsibility, and a schedule for the completion of the tasks and products identified in Section IV. In preparing the time task plan, applicants should be mindful of the OMB Clearance procedures pursuant to 5 CFR part 1320, Controlling Paperwork Burdens on the Public.

D. Program Budget

Applicants shall provide an 18-month budget with a detailed justification for the first budget period for all costs by object class category as specified in the SF 424. Costs must be reasonable and the bases for these costs must be well documented in the budget narrative. Applications submitted by co-applicants and/or those containing contract(s) must include detailed budgets and budget narratives for each organization's expenses. The applicant must also budget for the costs of convening at least three project advisory board meetings during the initial budget period.

Applicants must also estimate the costs to complete the remaining stages of the program (and any recurring activities, such as preparing the bi-annual Report to the Nation on Juveniles as Victims and Offenders) by stage for each track. Cost estimates should be broken down into two subsequent budget periods of 18 months and 24 months each. These estimates must be recorded on Section E, Budget Estimates of Federal Funds, on the SF 424.

VIII. Procedures and Criteria for Selection

In general, all applications received will be reviewed in terms of their responsiveness to this solicitation and the specific program application requirements set forth in Section VII. Applications will be evaluated by a peer review panel in a meeting according to the OJJDP Competition and Peer Review Policy, 28 CFR part 34, subpart B, published August 2, 1985, at 50 FR 31366-31367. Site visits may be conducted by peer review panelists and/or OJJDP staff to verify information provided by the applicant(s) ranked through peer review as best qualified for further consideration.

Specifically, applications will be rated according to the following criteria and point values (weights):

A. The Problem to be Addressed by the Project is Clearly Stated. This criterion includes a clear, concise, well justified statement of the problem, and evidence of knowledge of relevant literature, potential impediments to and opportunities for establishing a national statistical program on juveniles as victims and offenders and the justice system response. The applicant demonstrates knowledge of the need for, as well as the problems and issues related to, the development of statistical programs and prototypical decision-making and management information systems. (10 Points)

B. The Objectives of the Proposed Project are Clearly Defined. This criterion includes a clear and definitive statement of applicant's understanding of the goals and objectives of the overall program as well as both the national statistics and the systems development tracks. Special attention will be paid to the applicant's articulation of the anticipated benefits of this program for the field. (10 Points)

C. The Project Design is Sound and Contains Program Elements Directly Linked to the Achievement of Project Objectives. This criterion includes—appropriateness, conceptual clarity and technical adequacy of the approach to the activities and products of each stage of the program for meeting the goals and objectives; and potential utility of proposed products. (30 Points)

D. The Project Management Structure is Adequate to the Successful Conduct of the Project. (Total 30 Points) This criterion includes:

(1) adequacy and appropriateness of the project management structure and activities specified in the project implementation plan, and the feasibility of the time-task plan. (15 Points)

(2) the qualifications of staff identified to manage and implement the program including research team staff, project advisory board members, and working group members. This criterion also includes the clarity and appropriateness of position descriptions, required qualifications and staff selection criteria relative to the specific functions set out in the project implementation plan. (15 Points)

E. Organizational Capability is Demonstrated at a Level Sufficient to Successfully Support the Project. This criterion includes the extent and quality of organizational experience in juvenile justice research and statistics and in the development, delivery and coordination of large, multi-site programs to improve

the efficiency and effectiveness of juvenile justice decision-making. (10 Points)

F. Budgeted Costs are Reasonable, Allowable and Cost Effective for the Activities Proposed to be Undertaken. This criterion includes completeness, reasonableness, appropriateness and cost-effectiveness of the proposed costs, in relationship to the proposed strategy and tasks to be accomplished. (10 Points)

Applications will be evaluated by a peer review panel. The results of peer review will be a relative aggregate ranking of applications in the form of "Summary of Ratings." These will be based on numerical values assigned by individual peer reviewers. Peer review recommendations, in conjunction with the results of internal review and any necessary supplementary reviews, will assist the Administrator in considering competing applications and in selection of the application for funding. The final award decision will be made by the OJJDP Administrator.

IX. Submission of Applications

All applicants responding to this solicitation should be aware of the following requirements for submission:

1. Organizations which plan to respond to this announcement are requested to submit written notification of their intent to apply to OJJDP by October 15, 1989. Such notification should specify: the name of the application organization, mailing address, telephone number, and primary contact person. In the event that organizations intend to apply as co-applicants, each of the coapplicants are to provide the above information. The submission of this notification is requested to assist OJJDP in estimating

the workload associated with the review of applications and for notifying potential applications of any supplemental information related to the preparation of their applications. OJJDP plans to convene an applicant's conference to provide guidance to prospective applicants on any aspect of this program and notification of meeting will be mailed to those who have submitted a letter of intent to apply.

2. Applicants must submit the original signed application and four copies to OJJDP. The necessary forms for applications (Standard Form 424) will be provided upon request. Applications must be received by mail or hand delivered to the OJJDP by 5:00 p.m. e.s.t. on January 15, 1990. Those applications sent by mail should be addressed to Research and Development Program: Juvenile Justice Statistics Resource and Development Program, Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, 633 Indiana Avenue, NW., Washington, DC 20531. Hand delivered applications must be taken to the OJJDP, Room 782, 633 Indiana Avenue, NW., Washington, DC between the hours of 8:00 a.m. and 5:00 p.m. except Saturdays, Sundays or Federal holidays. No application materials that are delivered after the deadline date will be considered.

X. Civil Rights Compliance

A. All recipients of OJJDP assistance including any contractors, must comply with the non-discrimination requirements of the Juvenile Justice and Delinquency Prevention Act of 1974 as amended; Title VI of the Civil Rights Act of 1964; Section 504 of the Rehabilitation Act of 1973 as amended; Title IX of the Education Amendments of 1972; the Age Discrimination Act of 1975; and the

Department of Justice Non-Discrimination Regulations (28 CFR part 42, subparts C, D, E, and G).

B. In the event a Federal or State court or Federal or State administrative agency makes a finding of discrimination after a due process hearing on the grounds of race, color, religion, national origin or sex against a recipient of funds, the recipient will forward a copy of the finding to the Office of Civil Rights Compliance (OCRC) of the Office of Justice Programs.

C. Applicants shall maintain such records and submit to the OJJDP upon request timely, complete and accurate data establishing the fact that no person or persons will be or have been denied or prohibited from participation in benefits of, or denied or prohibited from obtaining employment in connection with any program activity funded in whole or in part with funds made available under this program because of their race, national origin, sex, religion, handicap or age. In the case of any program under which a primary recipient of Federal funds extend financial assistance to any other recipient or contracts with any other person(s) or group(s), such other recipient, person(s) or group(s) shall also submit such compliance reports to the primary recipient as may be necessary to enable the primary recipient to assure its civil rights compliance obligations under any award.

Terrence S. Donahue,
Acting Administrator, Office of Juvenile
Justice and Delinquency Prevention.
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